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# Formative Evaluation

## NEPAL GOVERNMENT CITIZEN PARTNERSHIP PROJECT (NGCPCP)



MAY 2010

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# FORMATIVE EVALUATION

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MAY 2010

### DISCLAIMER

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# ACRONYMS

APM	All Party Mechanism
CA	Constituent Assembly
CDF	Community Development Forum
CEDPA	Centre for Development and Population Activities
CF	Community Facilitator
COP	Chief of Party
CPA	Comprehensive Peace Agreement
CSP	Community Service Projects
DAG	Disadvantaged Groups
DCOP	Deputy Chief of Party
DDC	District Development Committee
DNH	Do No Harm
GESI	Gender Equality and Social Inclusion
GIS	Geographic Information System
GON	Government of Nepal
HURDEC	Human Resources Development Centre (Pvt) Ltd
INGO	International Non-Governmental Organization
INSEC	Informal Sector Service Center
IPC	Integrated Planning Committee
LDO	Local Development Officer
LG	Local Government
LPC	Local Peace Committee
M&E	Monitoring and Evaluation
MLD	Ministry of Local Development
MoU	Memorandum of Understanding
NBS	Nari Bikash Sangh

NGCPP	Nepal Government Citizen Partnership Project
NGO	Nongovernmental Organization
NPC	National Planning Commission
NW	New World
PB	Peace Building
PMC	Project Management Committee
PMP	Performance Monitoring Plan
PSA	Public Service Announcement
QIP	Quick Impact Projects
SFCG	Search for Common Ground
SIF	Special Incentive Fund
SIDC	Society Improvement Development Centre
SN	Sahayog Nepal
SOW	Statement of Work
TOR	Terms of Reference
TOT	Training of Trainers
UG	User Group
USAID	United States Agency for International Development
USG	United States Government
VDC	Village Development Committee
WCF	Ward Citizen Forum
WDO	Women Development Office
WEL	Water Environment Livelihood
YAN	Youth Action Nepal

# EXECUTIVE SUMMARY

This formative evaluation was commissioned by USAID/Nepal's Democracy and Governance Office (DGO) in order to assess the effectiveness and appropriateness of Nepal Government Citizen Partnership Project (NGCPP) activities in achieving its objectives. The two-year project draws on the premise that democratic participation in local decision-making underpins more transparent, accountable, and inclusive local governance. USAID contracted the project to Associates in Rural Development (ARD), an America-based consulting firm, which formed partnerships with three INGO partners – CARE Nepal, CEDPA, and Search for Common Ground (SFCG) – to bring Nepal specific expertise to the project.

The contractor was to develop a practical methodology, beginning in Morang with the possibility of expanding to six more districts if funds became available. The Results Framework has three components: support to local government institutions, small-scale community infrastructure rehabilitation, and support for peace initiatives at the local level. The activities are implemented by sub-contractors working in a specific component. NGCPP selected 12 VDCs of Morang district in eastern Nepal, based on poverty and marginalized population indicators. As of May 31, 2010, NGCPP reported that it had formed 108 participatory forums in the 12 VDCs; and had 63 infrastructure projects under construction with 11 % VDC or community support. As well, 25 projects had been completed, including 12 Community Support Projects (CSPs) implemented by youth groups. It supported radio programming and Public Service Announcements (PSAs).

The evaluation was to answer key questions relevant to coordination with implementing partners and local government; the contribution of the activities to the intended results; linking marginalized people to governance; support to local government institutions; the contribution of NGCPP's activities and small scale infrastructure to stability; and promising practices. The evaluation team chose to reorder the questions for more flow and brevity in this report.

## Recommendations for NGCPP

NGCPP has shown many strengths in terms of the activities it supports (see Annex 7: SWOT Analysis Compilation), but it is in its final six months if the endpoint of November 2010 is not extended. The NGCPP management would be advised to immediately initiate the preparation of an exit strategy to hand over the activities to local sub-contractors or partners in order to 'do no harm' in terms of the expectations that have been raised in the communities.

To prepare either to exit or to continue, NGCPP should utilize the strengths and experience of its many partners, especially the INGOs with so many years of experience in Nepal. It is also recommended to reduce the number and complexity of its relationships with partners and sub-contractors while improving communication within the project. It is also recommended that the NGCPP management conduct a round table, reflective sharing and learning workshop with its partners that would be managed by an outside experienced facilitator. While the flexibility shown by NGCPP management has enabled it to adapt to a very difficult situation, any project needs a step-by-step process, such as in Figure 4.



Recommendations for its specific activities include:

- Engage or employ expertise to develop and manage the social mobilization and community organization through strategic approaches and methods.
- Continue support to *tole* committees and Ward Citizen Forums with greater support to the SM process in each VDC
- Prepare a detailed plan for each infrastructure project to ensure coordination among all the local actors.
- Continue activities to engage youth but add opportunities for employment training.

Immediate recommendations to build the capacity of its field staff include:

- Training in 'do no harm' and 'Safe Effective Development in Conflict'
- Conduct coordination meetings for local field staff
- Conduct a training program where SMs work for a week in the field with experienced SMs

## Recommendations for USAID

Given that NGCPP had a slow start for a variety of reasons, the team recommends that USAID allow at least an extra six months or one year in which the project could implement a phasing out strategy that would support the next VDC planning cycle in January-February 2011. This extension would ensure that all the infrastructure that has been started is properly completed and help to consolidate the work that has been done and has started to show promise.

## Recommendations for Future Projects

The initial SOW for NGCPP from USAID allowed for smaller, easier to implement activities with more coverage. The effectiveness of this approach was being seen in the youth network activities. It is recommended that this approach of smaller, community-implemented activities be a stronger part of a future project or phase.

A **future project** should have a longer time frame of 3-5 years with a step-by-step process and a detailed approach on HOW to involve all partners and implement all interventions – infrastructure, social development, governance - before the start of new phase or project. It would be important to ensure design puts training, social mobilization, and governance activities before small grants for infrastructure or IGAs. Then, the project could phase in larger amounts of funding for infrastructure that benefits a broader coverage of communities.

## Promising Practices

Based on findings in this report and the SWOT analysis conducted with groups of staff and stakeholders, the team concluded that NGCPP offered several promising practices including training for VDC staff and APMs, social mobilization of women and marginalized groups, formation of *tole* (hamlet) committees and Ward Citizen Forums, infrastructure projects, community mediation, and youth and women networks. However, these activities require greater coordination to ensure that they are implemented as an integrated process with appropriate timing and sequencing.

# I. INTRODUCTION

## Description of the Project

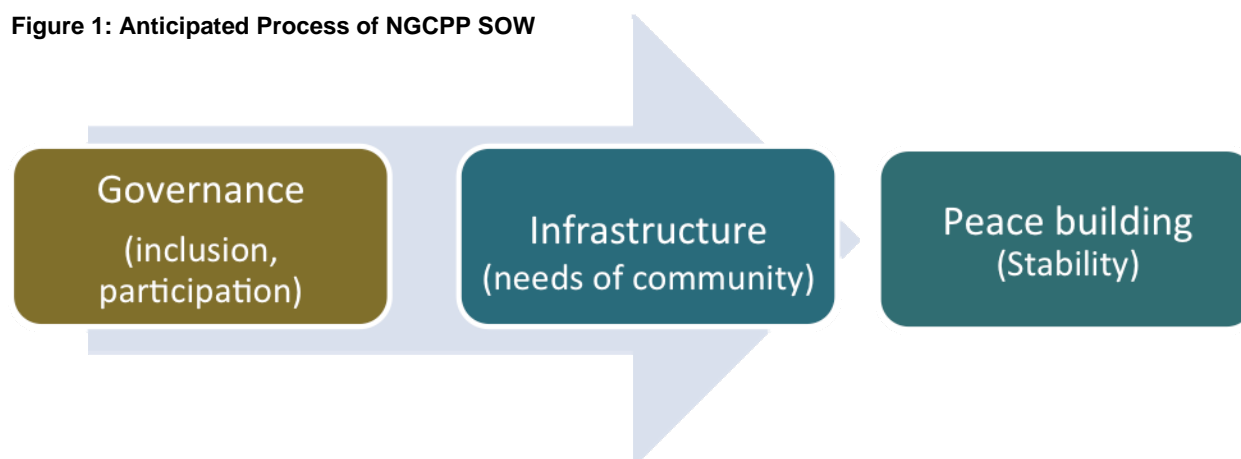
NGCPP is part of the interagency program of the US Mission in Nepal, 'Nepal Local Stabilization Initiative' funded by the Department of Defense under section 1207 to promote security, governance, and development assistance at the local level. The funding for NGCPP is managed from USAID/Nepal's Democracy and Governance Office.

The project is happening in the transitional period of Nepal's political history as the country goes from being a monarchy to a republic and strives to consolidate the peace agreement between one-time insurgents and mainstream political parties. During centuries of monarchy, all decisions and development came from the central level. In 1990, multi-party democracy brought endeavors, such as the Local Self Governance Act of 1996, that were just beginning to have some impacts when local government bodies were dissolved in 2002 during the armed conflict. The insurgency gradually effected most of the country from 1996 to 2006.

In 2002, the elected local government bodies were dissolved by the then monarch and have yet to be re-constituted pending the promulgation of a new constitution for Nepal. 'Local government' currently consists of the government staff posted to the district or Village Development Committee (VDC). Generally, this is specifically limited to VDC Secretaries. However, the VDC staff stay mostly in the district headquarters for administrative and security reasons. Hence, their interaction with the inhabitants of their designated VDC is often minimal and the local communities tend to regard the government and its staff as negligent (at best) or even antagonistic. Into this complex situation, came the movement of Terai-based people (Madhesis) in 2007 and various ethnic and regional movements since.

The development hypothesis draws on the premise that democratic participation in local decision-making underpins good governance, which contributes to a more transparent, accountable and inclusive local government. The project depends on the assumption that, by building the capacity of local government officials and promoting participatory governance, marginalized people and youth will have more confidence in local government. Hence, NGCPP aims to help the Government of Nepal (GON) improve the working relationships between the

**Figure 1: Anticipated Process of NGCPP SOW**



VDC staff, District Development Committee (DDC) staff, and marginalized groups in the targeted VDCs, such that they benefit from the infrastructure and other benefits provided through it, and become involved in planning and implementing local development projects. All of the above is anticipated to reduce conflict and promote stability.

To expedite implementation, USAID contracted the project with Associates in Rural Development (ARD), an America-based consulting firm under an Indefinite Quantity Contract IQC called Instability, Crisis & Recovery Programs (ICRP). ARD's proposal included partnerships with three INGOs – CARE Nepal, The Center for Development and Population Activities (CEDPA), and Search for Common Ground (SFCG) – to bring Nepal-specific expertise to the project. As implementing contractor, ARD was expected to develop a practical methodology to implement the activities and then expand to other districts. Six districts were designated as potential target areas for expansion and replication of activities. The methodology was expected to serve as an experience base for other local governance development activities in Nepal, possibly the Local Governance Community Development Programme (LGCDP) of Ministry of Local Development (MLD), which manages the provision of VDC block grants. This large multi-donor project is expected to strengthen local governance throughout the country by strengthening the ability of communities and VDCs to mobilize the block grants for local development projects.

From the Statement of Work (SOW), NGCPP's three main intended results are:

- To restore citizens' confidence in public institutions by strengthening governance in Nepal's local institutions
- To ensure local populations reap peace dividends by spurring quick-impact development activities, encouraging job creation and, when possible, assisting in reintegration of former combatants
- To ensure marginalized local people have better connections to the national-level peace process and democratic transformation

Based on the SOW, NGCPP's Results Framework divided activities into three components related to the intended results:

Component 1: Support to local government institutions

Component 2: Small-scale community infrastructure rehabilitation

Component 3: Support for peace initiatives at the local level

NGCPP's agreement was signed in November 2008 for two years until November 2010. The implementation start-up was slow, with the Chief of Party (COP) arriving only in January 2009. He was replaced in July 2009 and since then project implementation has proceeded despite several changes of staff members.

The project is implemented in 12 VDCs of Morang district in eastern Nepal. The district was selected as one where staff security would be less of an issue while developing a model to replicate in less secure districts. The VDCs were selected on the basis of the GON mapping of poverty indicators and populations of Disadvantaged Groups (DAGs). See Annex 1 for maps.

As of May 31, 2010, NGCPP reported that it had formed 108 participatory forums in the 12 VDCs; and had 63 infrastructure projects under construction with 11 % VDC or community

support. As well, 25 projects had been completed, including 12 Community Support Projects (CSPs) implemented by youth groups. It supported radio programming and Public Service Announcements (PSAs).

## **Evaluation Purpose and Methodology**

This formative evaluation was commissioned by USAID/Nepal's Democracy and Governance Office in order to assess the effectiveness and appropriateness of NGCPP's activities in achieving the project's objectives. The results will inform USAID and the contractor on the most appropriate and promising options for the ongoing project implementation. The recommendations will also inform future USAID programming aiming to promote stability and peace through better local governance.

The evaluation was intended to answer the following key questions:

1. How are NGCPP's activities with communities reducing local conflict and strengthening community stability in the targeted areas?
2. How has NGCPP's approach to collaboration and coordination with local government affected achieving intended results? Local government includes MLD, DDC, VDC, APM and line agencies.
3. How are the activities in all components contributing to the intended results and what could be done to enhance progress to those results? Specifically:
  - In what way are NGCPP's efforts linking marginalized local people to the peace process and democratic transformation?
  - To what extent is support to local government institutions strengthening local governance in the targeted areas?
  - To what extent is the small-scale infrastructure component affecting local stability?
4. How effective has NGCPP's approach to coordination been with implementing partners (sub-contractors)?
5. What are the best practices that can be replicated in order to increase social inclusion and strengthen local stability?

The team reviewed in-house documents of the project and employed qualitative techniques to gather information and perspectives relevant to the objectives of the evaluation. The consultants developed a semi-structured interview guide and checklist for each type of respondent. The team acquired information from a range of respondents -- government and USAID officials, NGCPP, APM, NGO staff, and community members involved in the activities.

Focus-group discussions (FGDs) were conducted to analyze the internal strengths and weaknesses (challenges) of the project and the external opportunities and threats to a continuation of the activities or future programs. FGDs were conducted with specific groups of individuals, such as five local NGO partners.

The evaluation team consisted of Frances Klatzel as Team Leader, Suresh Pandit, and initially Dr Chandi Chapagain, who was replaced by Bandita Thapa part way through the contract. The term of the evaluation was for 20 days of work with two 5-day field trips. The team reviewed in-house documents of the project and developed interview guides for discussions with

representatives of communities, partners, sub-contractors, and the main implementing contractor. It employed qualitative techniques to gather information and perspectives relevant to the objectives of the evaluation and questions in the SOW.

The team did two field visits to Morang from May 9 to 14 and from May 17 to 22. It met with community members in 10 of 12 project VDCs. The evaluation team selected the activity sites randomly. Since access to the two northern VDCs is difficult and time-consuming, the team paid for the travel expenses of 18 community members to meet part way at the office of the local NGO in Lethang VDC.

The team analyzed the interviews, discussions, and on-site observations in order to identify strengths, weaknesses, and significant factors affecting the activities. However, the accuracy of the study may be limited by the following:

- the relatively small sample size of the participants surveyed;
- the selection of observation sites within VDCs;
- the team was not able to visit nearby areas not covered by NGCPP or wards that did not yet have an infrastructure project;
- personal biases and perceptions of the consultants, respondents, and the NGCPP team, especially on issues such as gender, social inclusion, and cultural norms;
- inconsistencies in semi-structured interviews and focus-group discussions, which were also an opportunity to pursue new information; and
- the short time frame for the completion of the study, which included a six-day strike that delayed the field visits.

The Annex provides a more detailed description of the above, a list of documents/data sets reviewed, a list of individuals interviewed, the interview guides used, and the action plan of the evaluation team.

The team used the following as its working definition of STABILITY: in the context of NGCPP, stability is the maintenance of responsive relationships between the community and service providers in order to strengthen social cohesion and capital and ensure the rights and access of the target groups to services and development.

The findings, conclusions, and recommendations for each evaluation question are presented in the following section of this report, but the team found it appropriate to present general findings on the structure and implementation of NGCPP first to expedite more concise responses to the questions. We have reorganized the questions to try to create more flow and brevity in the responses to each question.

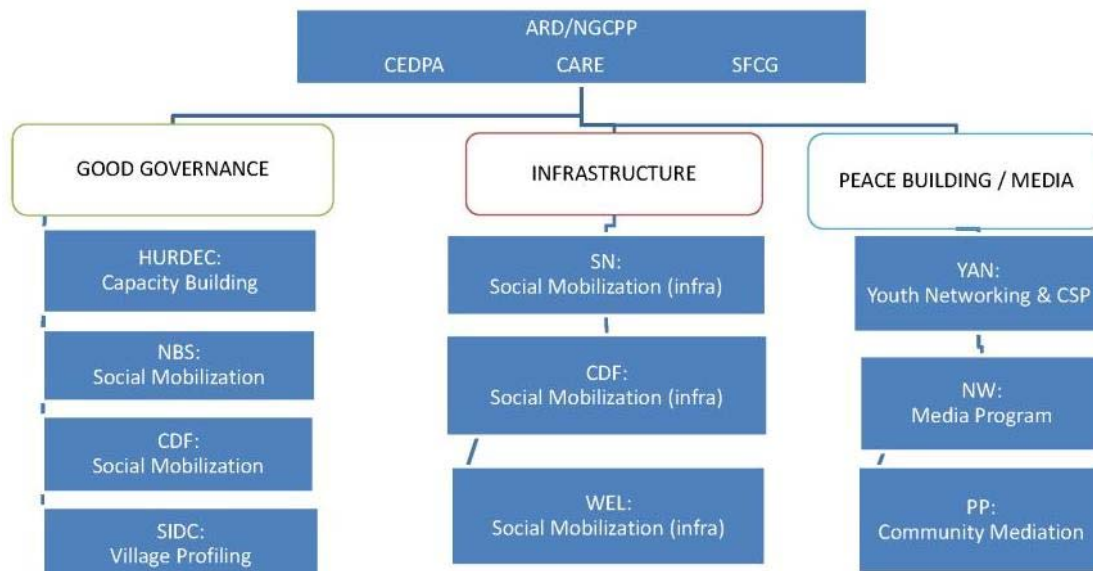
## 2. RESPONSES - EVALUATION QUESTIONS

### General Findings on Structure of NGCPP

NGCPP includes ARD, Inc with three local partner INGOs – CARE Nepal, CEDPA, and Search for Common Ground (SFCG) – to bring their Nepal specific expertise to the project. In general, CARE was to be responsible for the community-driven infrastructure, CEDPA for the social aspects, and SFCG for the media and peace building activities. The three INGO partners were each expected to supply experienced personnel for the ARD office in Biratnagar and/or supervision of specific activities in particular components. In all three cases, the INGOs had some difficulty and delays filling the positions and the staff hired were not their regular employees. However, representatives of all three partners expressed concerns about the short duration of the project and the complexity of its structure and relationships. It was suggested that the project was not utilizing the expertise of the INGOs and had not responded to offers of assistance to improve coordination.

NGCPP is implementing the activities through sub-contractors responsible for activities under one of the three components -- governance, infrastructure, or peace-building. In addition to the three core partners, NGCPP has sub-contracts with organizations to implement activities such as training, social mobilization, and infrastructure construction. These include HURDEC, a national consulting firm specializing in training; and Nepali NGOs: ProPublic (PP) to support community mediation, Youth Action Network (YOAC) for youth engagement, Nari Bikash Sang (NBS) for social mobilization; Water Environment Livelihoods (WEL), Community Development Forum (CDF), and Sahayog Nepal (SN) for social mobilization and infrastructure; New World (NW) for media; and Society Improvement Development Centre (SIDC) for village profiling. Only New World works through a contract with one of the INGO partners, SFCG.

**Figure 2: Structure of NGCPP**



Note: All local partners are working directly under NGCPP contracts, except NW is under SFCG

The work of these sub-contractors is in three components as illustrated in Figure 2 and noted in the NGCPP YR 1 Annual Report, Monthly and Quarterly Reports, and NGCPP Tracking document. Field staff and NGO partners also described their work as being in components.

## **Coordination with Partners:**

### **How effective has NGCPP's approach to coordination been with implementing partners and contractors?**

**FINDINGS:** The SOW for NGCPP appears to have intended the various interventions to contribute to an overall process that achieves its three objectives. This has resulted in the work being in three components (governance, infrastructure, peace building). At least 80% of the respondents found the division of the components to be artificial and disjointed enough to hinder coordination. For example, in 8 of 10 VDCs an individual field worker would do social mobilization for both the governance and infrastructure components with a different local NGO supervising their work in each respective component.

This compartmentalization of activities meant that different partners and contractors were responsible for specific activities that should have happened in a coordinated sequence (see Figure 3) but did not always. For example, in some cases in NGCPP, social mobilization to organize the communities to make decisions and participate in infrastructure construction only began after the infrastructure construction.

This is complicated by the fact that the funding for specific activities was initially assigned to particular INGO partners. For example, in NGCPP, CARE Nepal's input was technical support for the infrastructure component, including the Project Management Committees (PMCs), even though it is well-known in Nepal for its expertise in social mobilization and conflict sensitive development in implementing community-driven infrastructure projects.

At the district level, the team did observe efforts to improve coordination and according to one respondent, "the situation has improved over the last five months." NGCPP has been doing quarterly planning meetings and has now done five monthly coordination meetings at the district level. The respondents appreciated these meetings greatly. The local NGOs doing social mobilization, youth groups, or community mediation were trying to coordinate at the district level although the field staff usually did not know about the work of the other components.

The field staff said that they had not had orientations to the overall process of NGCPP (just topics related to its interventions), so each learned to do his or her own job, but not how it fits with the other work. In the discussions, the team found that field staff would say that they work for "ProPublic, NBS, WEL, SAHAYOG, etc."

**CONCLUSIONS:** It would seem that initially there was not a detailed approach on how to coordinate and synchronize the activities of partners and sub-contractors. So, HOW to coordinate has kept evolving as project has progressed during its implementation – to quote one respondent "building the ship while sailing." The NGCPP management has shown flexibility to try to improve the situation, although a well-designed approach at the start would have expedited the entire project implementation. As well, the lack of a formal orientation to NGCPP

has meant that there is not a common identity or goal among the field staff of the various partners.

**RECOMMENDATIONS:** Planning for future phases of NGCPP or a new project would benefit by having a detailed and coordinated approach on HOW to involve all partners before starting work, especially if the project is only for two years. It is also recommended to identify and utilize the strengths of all the partners that might have experience in various aspects of the project implementation. The relationships among all the partners and sub-contractors should be simplified and clarified. Having flexibility is good in order to deal with the challenges of the transitional situation, but the process and approach should be developed beforehand.

## **Coordination with Government:**

### **How has NGCPP's approach to collaboration and coordination with local government affected achieving intended results?**

**FINDINGS:** NGCPP intends to strengthen local governance by supporting local government, but the actual situation in Nepal is that there have not been elected local government bodies at either district or VDC levels since 2002. Since then, the VDC council has consisted of government staff, such as the postmaster and health worker, headed by the VDC Secretary. NGCPP has frequent meetings with these VDC staff (Secretaries) for a variety of reasons, such as coordinating infrastructure and training.

The training and collaboration for VDC planning is creating more interaction between the VDC staff and the community members although most local government respondents said that since the actual implementation of project activities has been for less than a year, it is too early to expect the intended results. NGCPP has done frequent meetings and training programs to coordinate with the VDC staff and the All Party Mechanism (APM) members, who do meet and work together on infrastructure projects. The VDCs have provided a room for a small office for the Community Mediation component. NGCPP does not specifically coordinate with line agencies at the district level. These line agencies operate through budgets from the respective central level ministries.

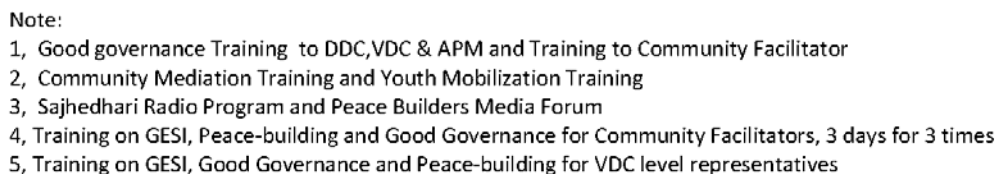
**CONCLUSIONS:** The lack of elected local bodies has been a major impediment for genuine good governance for eight years. This has affected how NGCPP has been implemented but has been far beyond its control. At the start, NGCPP worked more with the VDC staff and APM, so the decisions were perhaps less community-driven. However, the recent formation of the Ward Citizen Forums (WCFs) is starting to improve local participation greatly. Regular coordination with VDC staff for infrastructure projects has helped to develop a conducive environment to implement NGCPP, but for activities other than infrastructure, the coordination tends to be with local NGOs rather than the VDC staff.

**RECOMMENDATIONS:** Continue to involve the VDC staff in the projects and infrastructure projects to build their capacity and motivation to work for the communities. NGCPP should establish firm guidelines for the involvement of community members in the final decision making process of the VDC planning. NGCPP and future projects should look for opportunities to coordinate with other line agencies to increase the impact and sustainability of the activities.



**How are activities in all components contributing to the intended results and what could be done to enhance progress to those results?**

**Figure 3: NGCPP Timing and Sequencing of Contracts**



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sometimes led to some dissatisfaction among community members in four VDCs, which can be counterproductive to the intended results.

**RECOMMENDATIONS:** As illustrated in Figure 4, it is recommended that a future project start training, social mobilization, and governance activities first to ensure that a given infrastructure project is community driven. The social mobilization would continuously facilitate the process. There should be sufficient time in the work plan to do training of VDCs, PMCs, and local workers before the infrastructure construction begins. Finally, phase in projects requiring smaller then greater amounts of funding for infrastructure to gradually build the skills and confidence of the community.

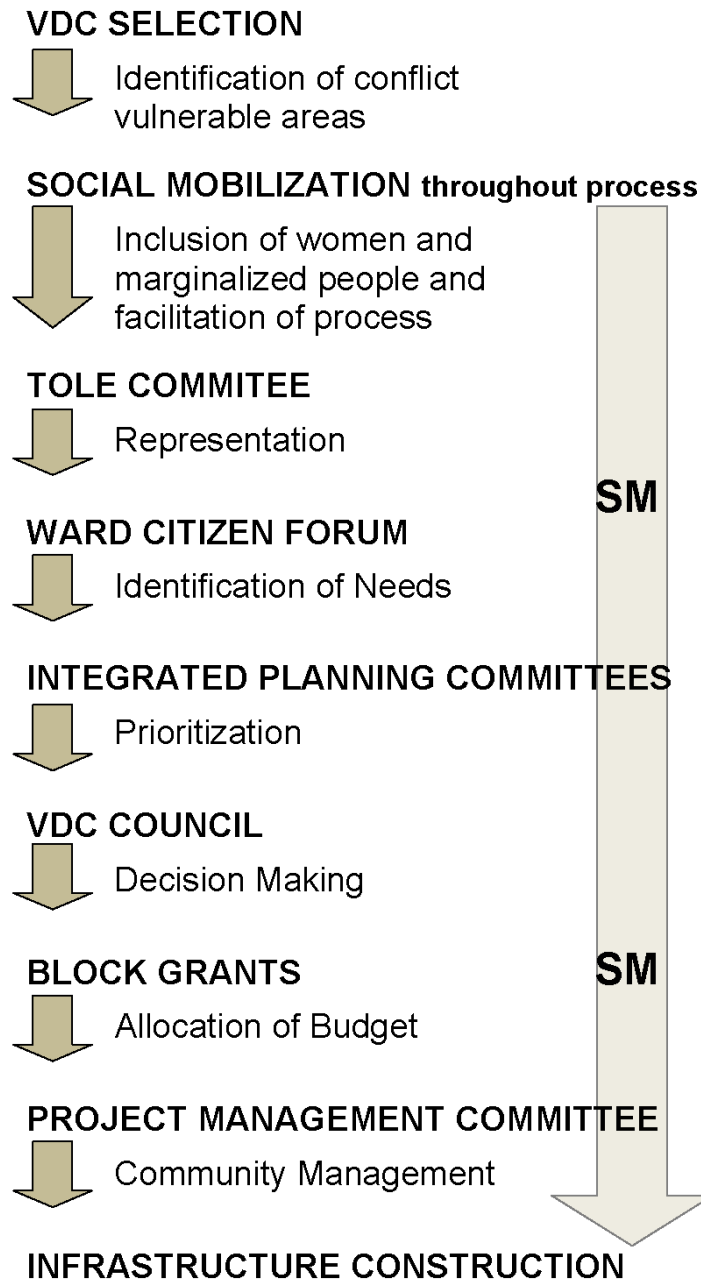
#### **SOCIAL MOBILIZATION ACTIVITY**

**FINDINGS:** To implement social mobilization, the Kathmandu-based consulting firm, HURDEC, selected local NGOs to implement the activity in Sept 2009. The NGOs posted advertisements at the VDC offices and selected two local candidates for each VDC, one woman and one man, with at least school completion. The social mobilization activities started with a three-day training Sept 14-16, 2009 in Biratnagar from HURDEC.

After two months, the SMs had a three-day refresher, and another refresher after two more months. The SMs have worked to form committees and assemblies with the participation of women and marginalized people in most VDCs. HURDEC is also responsible for monitoring social mobilization activities, which it does mostly through local NGOs. The SMs are also responsible to facilitate the work of PMCs for infrastructure construction. In most VDCs (except Ramiti Khola and Warangi), the SMs were supervised by two local NGOs, one for the governance activities and one for facilitating the work of the infrastructure related PMCs (WEL or SN).

**Figure 4: Suggested Project Process**

among



The SMs are expected to support the formation of various groups at the *tole* and VDC levels. They are paid Rs 7-9,000/month, depending on the local NGO employing them. Since the SMs were hired from within the community, most had little or no past experience. In two VDCs, a trained SM left the position for another job so the new SMs hired did not get training to catch up. There was a wide range in the attributes of the individual SMs. While in the hill VDCs, the SMs were knowledgeable, enthusiastic, and clear about their jobs, in three other VDCs, the SMS could barely describe their daily tasks to the evaluation team.

For example, in Dainiya VDC, the two SMs said that they had been told to “go to talk to the leaders” and so used the house of a local political leader for the community meetings. This had resulted in a boycott of the meetings by over half the community. When asked, the SMs had no idea of the division that they had compounded. When asked, they said that they had not had any ‘Do No Harm’ (DNH) or ‘conflict’ training. The SMs and other local field personnel were also unaware of each other’s work under NGCPP.

**CONCLUSIONS:** Hiring locals as SMs has the advantage of them being familiar with the community, but this also has the disadvantage that they might be subject to family or social pressures. In three days, not all SMs seem to get enough training to start working alone in the VDCs, nor do they seem to have had the specific training to work in ‘unstable’ situations or coordinate with other field staff. As well, there was not a system to address turnover among the SMs and to orient and train new ones.

**RECOMMENDATIONS:** Engage or employ expertise to develop and manage the social mobilization and community organization through strategic approaches and methods that support an overall project process. The SMs hired must be politically neutral in their community and unlikely to face pressure to favour elite groups. They should have a training program of at least a week in the field with experienced SM supervisors and specific training in ‘do no harm’ for working in the post-conflict situation. NGCPP could also promote coordination meetings and field trips with other local field personnel, such as Community Mediators.

Conceptually in a future project, SM needs to be regarded as the ‘backbone’ of the process of working with the communities as it is useful throughout most stages to facilitate the involvement of the communities. For this reason, it is essential that social mobilization and community organization be a part of the strategic planning done at the start of the project. Then, training should be done early so that the SMs work with the communities throughout their involvement with the project.

## **GENDER AND SOCIAL INCLUSION – CROSS-CUTTING INTERVENTION**

**FINDINGS:** GESI has been part of the training offered to all staff, government officials, and local committee members. The project has implemented the requirements for proportions of women on committees and local NGOs, even though it has taken a year to increase the number of women among its own project staff. NGCPP does have a significant proportion of Madhesi staff in the Biratnagar office. Each component has ensured the participation of women in community mediation, SM, and youth network. The media component works with an FM station owned by and aimed at women, but one of the local NGOs, New World, did not have any women staff that

the team met, and during our observation of a recording session, the producer was only interviewing men until a local man reminded him to also interview the women present.

In the community discussions, local women and marginalized people were included on committees and were vocal in the interviews. Many were forming women networks. NGCPP also gave support to the National Federation of Disabled in Nepal, which requested the Women Development Office (WDO) to issue identification cards so that disabled individuals could access services.

**CONCLUSIONS:** Women have more opportunities to participate in community meetings for VDC planning and networks. They are more supportive and collaborative with each other. However, not all individual personnel associated with NGCPP may have internalized the GESI concept.

**RECOMMENDATIONS:** Continue support to the women network, which is a good forum to bring women's issues together and promote effective participation. More training would enhance the capacity of women, especially those from marginalized groups. The GESI training being offered might need to include ways to incorporate GESI into the daily work of personnel and go beyond building awareness and understanding to then promote behavior change.

## **COMMUNITY MEDIATION ACTIVITY**

**FINDINGS:** In partnership with ProPublic, NGCPP is implementing a community mediation program according to The Asia Foundation model, as part of its peace-building component. In total, 324 Community Mediators (CMs) were selected (3 in each ward) in a participatory manner by the communities. They had a 9-day training course and now serve as CM volunteers for their communities. One CM in each VDC works as VDC coordinator and is paid (Rs 3,300). A Community Mediation Centre has been established in each VDC, usually in a room in the VDC building. ProPublic reported that so far about 150 cases have been resolved. The CMs are involved in a case by case basis, if one of the parties in a case selects them as their representative. The CMs are linked with the local courts and police, and have formed a network for sharing and learning from their experiences. Several of them are working to become court mediators.

However, the team observed a lack of knowledge about the work of the other partners, such as SM and youth networks, and four said that they only meet the SMs at 'events' such as the visit of the evaluation team.

**CONCLUSIONS:** CMs work well to mediate small disputes in their communities, which contributes to the intended result of stability. Although the CMs were well networked among themselves, they appeared to lack regular coordination with other field staff of NGCPP.

**RECOMMENDATIONS:** Continue support to the community mediation program and provide refresher training to build the skills of the CMs. Clarify the reasons why some personnel, such as the CMs, serve as volunteers while some, such as SMs, are paid because their work load is full time. Ensure coordination among local field staff.

## **YOUTH NETWORK ACTIVITIES**

**FINDINGS:** In partnership with Youth Action Nepal (YAN), NGCPP has supported the formation of 12 inter-ethnic youth groups with one facilitator for each VDC at the start and one for three VDCs. The youth groups were trained in Youth Leadership in Conflict Transformation and Community Development (3 days) and Youth Club Management and Leadership Development (3 days). The youth participants, male and female, identify the needs of their own communities and work on Community Support Projects (CSPs) in their own VDCs. As of May 2010, the youth groups associated with NGCPP have generated 1,833 days of employment for youth and marginalized people. YAN is providing training and the evaluation team observed a diversity of young people at the training session we visited. In all ten VDCs, every youth group member that the team met expressed enthusiasm and commitment to their activities in the community. Several youth in the groups requested training for employment skills.

**CONCLUSIONS:** The youth groups are engaging young people in activities that benefit their communities and eventually contribute to the intended results of stability and peace.

**RECOMMENDATIONS:** Continue support to the youth group activities and provide more small grants of less than \$3,000 for the groups to continue their capacity building and to implement CSPs in the VDCs. Facilitate linkages to line agencies and organizations for employment training for youth.

## **MEDIA ACTIVITIES FOR PEACE BUILDING**

**Findings:** The partner in the peace building component, SFCG designed a media strategy and conducted a listener survey for NGCPP. The media activities include radio Public Service Announcements (PSAs), radio programming, and forums for journalists and citizens to discuss the many topics such as youth's role in the peace process, the role of civil society for the timely production of the constitution, and women's issues in industrial areas, and a training on peace journalism for Morang area journalists.

The media partner, New World, and the NGCPP team and partners meet monthly for a content coordination meeting to select the topics to be discussed and the formats. With support from NGCPP, 26 FM stations are coordinating with the local traffic police to provide a daily 5 minute update on the bandhs and access issues in the Terai, which apparently now reaches a potential audience of 1.3 million listeners daily.

In each field visit site in 10 VDCs, the team asked the local people gathered if they listened to the radio programming. About 90% of those who came to talk with the team responded that they did not listen to the programs as they did not have electricity at that time due to load shedding, the program was not a station to which they listened, or that they did not own a radio. We found so few listeners among the respondents that it is difficult to evaluate its effectiveness.

The team listened to a sampling of the radio programming on a CD provided by the local NGO partner. The Nepali team members felt that the programming was not in the depth that they had been led to expect from our discussions with staff members. The PSAs were in local languages and the radio programming was in Nepali.

The team observed the recording of a radio program on the construction of a school in Siswani Badahara VDC. The producer interviewing the local people just kept asking the question "How

do you feel about having school building in your VDC?” but did not ask about the process to implement it or issues in detail. As mentioned in the gender section of this report, the producer did not approach any of the women present until a male local committee member suggested he do so. When asked later, the producer said that he had had GESI training.

**CONCLUSIONS:** The overall effectiveness of the PSAs was widely acknowledged, but that of the radio programs and media was difficult to assess since we met so few individuals who said they actually listened. The team concluded that the interviewing of community members that we observed was not participatory, engaging, or inclusive. Unfortunately, the time limitations of the evaluation did not allow us to observe a second recording session on another day.

**RECOMMENDATIONS:** A thorough study should be done immediately to determine the listenership and effectiveness of the radio programming. The NGCPP media staff might need to do more supervision and support of the local NGO partner as it does recording of the communities in order to ensure that the process of recording supports the objectives of NGCPP. More work could be done with community before recording the program - to bring ownership. Some programs could also be in local languages.

#### **INCLUSION: How are NGCPP’s efforts linking marginalized local people to the peace process and democratic transformation?**

**FINDINGS:** In seven of ten VDCs that the team visited, NGCPP’s efforts have initiated the formation of active *tole* committees and Ward Citizen Forums (WCFs). These groups include women and marginalized people; many of whom expressed their satisfaction at being able to participate and express their opinions in the meetings. There were problems in 3 VDCs, so the process of forming *tole* committees and WCFs is being redone. In the 7 VDCs, WCF members said that the process was effective in getting inclusive participation and was highly supported by community.

The Project Management Committees (PMC), created to oversee infrastructure projects, had at least 33% women and representatives of marginalized people. The formation of the youth groups and network also engaged young people in activities that support their communities. Several respondents asked why the project did not include more training for employment and opportunities for income generation. Three respondents pointed out that the meetings of the various bodies were of such a timing and duration that the poorest people cannot afford time to attend.

*“Now there is not a negative perception of women who speak out as everyone is included in the WCF. Now women and men must be equal.” Bina Kavas (See Annex 3 for more quotations)*

**CONCLUSIONS:** The formation of *tole* committees, Ward Citizen Forums, and youth networks are effective mechanisms to link marginalized people into governance and peace processes. This activity was one of the strengths of NGCPP in achieving its intended results.

**RECOMMENDATIONS:** Continue the formation of *tole* committees and Ward Citizen Forums but ensure that SM process is effective and initiated at the start of a future project or phase of NGCPP. Continue activities to engage youth but add opportunities for employment training (as

in project SOW). Encourage WCF representatives to engage with the poorest community members to able to present their concerns in the forums.

### **LOCAL GOVERNANCE: To what extent is support to local government institutions strengthening local governance in the targeted areas?**

**FINDINGS:** NGCPP support and collaboration with the DDC staff resulted in the selection of the 12 VDCs in a relatively systematic way based on the GON poverty and DAG mapping. The project is also working with All Party Mechanisms (APMs), informal committees of representatives of the political parties that are functioning during the transitional time as local and district councils. APM members have attended training from NGCPP.

The VDC staff have started to use LSGA guidelines in participatory planning the budget for coming block grants, however several respondents said that it is too soon to say how effective this is. NGCPP has facilitated formation of Integrated Planning Committees (IPCs) consisting of representatives of the WCFs, the APM, and the VDC staff. The IPC prioritizes the needs presented by each WCF for the final decision by the VDC council.

The perception of 'benefits from the government' was questionable because the community members interviewed usually talked about benefits coming from NGCPP or the local NGO partners, rather than the local government. The actual partnerships to implement the activities are more with local NGOs than VDC staff, which would not have the needed personnel or skills.

**CONCLUSIONS:** The selection of the VDCs was not questioned in any of the interviews conducted. Respondents in several VDCs said that this was the first time that any project had really worked in their locale. Working with APMs gets the political party representatives cooperating with each other, which contributes to peace building. VDC officials are starting be more aware of the importance of conducting participatory planning, which is contributing to improving the planning process of 9 of 10 VDCs.

**RECOMMENDATIONS:** Continue to select working areas on the basis of known criteria but include conflict indicators as criteria. Continue the work to build the capacity of DDC and VDC staff and APM members. Generate more community ownership of infrastructure by involving local committees more in the planning and implementation of the projects.

### **INFRASTRUCTURE: To what extent is the small-scale infrastructure component affecting local stability?**

**FINDINGS:** NGCPP has placed a strong emphasis on infrastructure with contracts for over 50 projects signed by the time of this evaluation. The selection of the first projects happened before NGCPP started the governance activities and adopted the VDC planning process to determine the community needs. On the team's field visits, a portion of community members in three VDCs expressed a degree of dissatisfaction with the selection process. However, the selection process had improved for more recent projects. Most community members did say that they did not know about the budget ceilings for the projects funded by NGCPP and that the final decisions were made in the NGCPP office.

The formation of Project Management Committees (PMCs) has mandated the participation of women and marginalized people. However, in three VDCs (Baijanathpur, Battigach, and

Majare), the training for the PMC was after the contractor selected by the NGCPP office started construction. In Baijanathpur, the team observed the confusion of PMC members when an unknown contractor brought tractors of sand and bricks but their training was supposed to start the next day.

The selection of the construction contractors is done by the NGCPP office. The information the team received was that the contractors in 5 VDCs had not waited for coordination with the PMCs as they were under pressure to complete the project on time. Hence, although the project intended to build the skills of local laborers during the construction, the team found in at least two sites that the masons we met had been brought from Biratnagar. (Update as of 2 July: NGCPP is conducting training of 50 individuals from each of 10 VDCs in masonry, carpentry, house wiring, and plumbing. At least 33% of the participants are women.)

All the respondents said that the NGCPP stipulation for three Public Audits during each construction project was adhered to and that the participation of women in Public Audits was about 60% of those present. However, they also said that the construction contractors were not involved in the audits, which were for the community and VDC contributions. For a given infrastructure project, the funds from NGCPP were kept separate for specific parts of the construction by the construction contractor and the contributions of communities and VDC funds were usually used for the final part of the project, which was subject to the public audit.

The COP said his preference would have been to implement the infrastructure projects through User Groups rather than the contractors. However, since NGCPP is constructing buildings to be earthquake resistant, they cost more and require more technical construction techniques.

**CONCLUSIONS:** NGCPP has improved its process for the selection of infrastructure projects with its governance activities, which has built more confidence and satisfaction in the communities. It has also helped inclusion and stability with the formation of PMCs, however, the process of selecting contractors is not always transparent to the communities. The coordination with the PMC by the construction contractors is not sufficient. Short-term employment (2,501 person days) has been generated in construction projects and with the skill training being provided in July 2010, it is expected that participants will have opportunities for long-term employment.

**RECOMMENDATIONS:** NGCPP should continue to build a process of governance that leads up to the selection and implementation of infrastructure. If communities knew the NGCPP criteria for their 'wish list' -- especially the allowable budget for certain kinds of projects -- there would be more transparency on why certain projects were or were not selected. NGCPP or a future project should consider ways of implementing community infrastructure through User Groups where possible.

When it is necessary to use a contractor, such as in the construction of buildings, the project should ensure that the PMC is trained first and that there is a better relationship and coordination between the contractor and community. The project should prepare a detailed plan involving the VDC, PMC, contractor, and NGCPP so that the timing and sequencing of the infrastructure work is appropriate. It should also include the contractor in the transparency measures, such as the public audit, at least by giving an accounting of the materials used. The detailed work plan should allow sufficient time to train PMCs and local people as skilled laborers, so that they can engage in longer-term employment.



## **Conflict and Stability:**

### **Are NGCPP's activities with communities reducing local conflict and strengthening community stability?**

**Findings:** Several respondents among VDC staff, APMs, local NGO, and project staff said that it was too soon to comment on the impact of NGCPP's activities with respect to conflict and stability. One did ask if the project was addressing the root causes of a lack of peace.

*"Right now we cannot say we are contributing to peace, but if we can win the excluded over, we will succeed."* Project staff member

While the project did work in some of the poorest VDCs, the question arose in one interview of whether or not these are where conflict has started. When asked about local conflicts, the respondents from the hill VDCs said that the Limbuwan movement did not start in poor VDCs such as theirs but rather in the areas "with facilities" such as along highways and near towns. This comment could not be triangulated but it does raise the question of where activities to reduce conflict would be most appropriate.

The team did observe several activities that promoted inclusion, participation, and other factors that will gradually contribute to reducing the causes of conflict – see below in the response to Question 5 – Promising Practices. We also observed a case of inappropriate and unwitting actions by field staff that could create dividers in the community, which reduces stability. The staff had not had sufficient conflict training or any 'do no harm' training to be able to know to avoid these situations.

**CONCLUSIONS:** NGCPP has brought together a good mix of social development and infrastructure activities that have the potential, given enough coordination, sequencing, and synergy, to reduce conflict and strengthen community stability. It did, however, select the VDCs based on the poverty mapping of MLD. A conflict situational analysis of the district might have revealed other communities in which ethnic discontent is also predominant.

**RECOMMENDATIONS:** Timing and sequencing of the activities is essential so as not to create 'dividers' within the VDCs that might lessen the impact of project activities. Field staff need more interactive training in the communities and specific training in 'do no harm' and/or 'Safe & Effective Development in Conflict'. A future phase or project might conduct a conflict analysis to determine areas vulnerable to conflict, which might not be the areas one would immediately assume (eg: Limbuwan movement), where activities could contribute to promoting stability.

## **Promising practices:**

### **What are the best practices that can be replicated in order to increase social inclusion and strengthen local stability?**

Based on findings in this report and the SWOT analysis (see compilation in Annex 7) conducted with groups of staff and stakeholders the team concluded that the following strengths were promising practices that would likely contribute to social inclusion and strengthening local stability.

#### **Strengths of NGCPP activities**

- Training for VDC staff and APMs has enhanced their motivation to work for the citizens and their capacity to conduct planning with the communities and has brought the diverse interests together to complete local projects.
- The project trained 27 Community Facilitators (later called Social Mobilizers) to implement community mobilization tasks that enabled marginalized groups in the VDCs to have their needs and interests expressed and incorporated into the VDC development planning process.
- Social mobilization of women and marginalized groups has created awareness on different issues and brought their representatives into assemblies where they have the opportunity to voice their demands and needs. *Tole* (hamlet) committees and then Ward Citizen Forums were formed, which contribute to inclusion and prioritizing needs for VDC planning.
- Infrastructure projects have satisfied some needs and increased participation of people on PMCs but the members of these committees need more capacity building and immediate links and sequencing with governance and planning.
- Infrastructure projects that served several wards or VDCs, even VDCs not included in the project, have the promise of acting as 'connectors' to reduce conflict and strengthen stability.
- Community mediation is starting to help solve small disputes, through the selection and training of 12 Master Trainers, one for each of the 12 VDCs trained 27 CMs in the VDC assigned to them.
- NGCPP selected and trained 12 Youth Facilitators, one from each VDC; youth mapping was done in all 12 VDCs; and 12 VDC-level youth groups were formed.
- Women networks have also been promoted in coordination with the district WDO.
- Youth and women groups and networks are helping to engage youth and women to work for communities, which empowers them and helps to reduce conflicts in the community level. The provision of grants for CSPs enables these groups to carry out activities that ultimately contribute to social inclusion and local stability.

#### **Weaknesses**

- The various interventions of NGCPP were intended to contribute to an overall process to achieve three objectives, but the division of the work into three components (governance, infrastructure, peace-building) was artificial and disjointed enough to hinder coordination.

- This compartmentalization of activities meant that different partners and contractors were responsible for specific activities that should have happened in a coordinated sequence but did not always.
- NGCPP also did not utilize the strengths of its partner INGOs to the extent that it could have.
- The implementing contractor did not appear to have started with a detailed approach on how to coordinate and synchronize the activities of partners and sub-contractors so the means of coordinating has kept evolving as project has progressed. Although NGCPP management has worked to improve the situation, a well designed approach at the start would have expedited the entire project implementation.
- The lack of a formal orientation to NGCPP has meant that there is not a common identity or goal among the field staff of the various partners.
- NGCPP also did not sufficiently prepare its staff or the staff of its local partners to work in the (post) conflict situation by providing training such as 'Do No Harm' or SEDC.
- Infrastructure projects that were decided upon without the inclusive participation of the community and that might only serve one or two wards have the potential to act as 'dividers' that compound conflict within a VDC and reduce stability.

### **Opportunities**

- Most donors are presently interested in improving governance and contributing to the Local Governance Community Development Programme (LGCDP) basket fund of GoN that has committed for local development. The WCFs and groups formed through NGCPP should eventually be able to access these sources of funds.
- The training and formation of WCFs will contribute to communities being prepared to voice their demands for VDC planning in a timely manner. As well, communities are better organized to plan and tap block grants next year and resources in a better way.
- As the work of NGCPP becomes known in the region, there may be more requests for its activities from other VDCs and districts.

### **Threats**

- Within the Nepal context, frequent *bandhs* and political unrest with instability and increased extortion may further obstruct operational space. Good governance and the delivery of the infrastructure prioritized in the planning process may be threatened by the late dispersal of government funds and the lack of coordination within GoN ministries and line agencies.
- Within the project, the local NGOs and sub-contractors perceived potential threats to their future capacity to work in the VDCs if the infrastructure started by NGCPP is not completed and if the project does not continue after November 2010 having raised the expectations of the communities.

# 3. SUMMARY OF RECOMMENDATIONS

## Recommendations for NGCPP

NGCPP has shown many strengths in the activities it supports (see above Promising Practices section), but it is already in its final six months if the endpoint of November 2010 is not extended. If the project is not extended, the NGCPP management would be advised to immediately initiate the preparation of an exit strategy to hand over the activities to local sub-contractors or partners in order to 'do no harm' in terms of the expectations that have been raised in the communities.

To prepare either to exit or to continue, NGCPP should utilize the strengths and experience of its many partners, especially the INGOs with so many years of experience in Nepal. It is recommended that NGCPP reduce the number and complexity of its relationships with partners and sub-contractors. To clarify NGCPP's communications and coordination, it is also recommended that the NGCPP management conduct a round table, reflective sharing and learning workshop with its partners that would be managed by an experienced outside facilitator.

While the immense flexibility shown by NGCPP management is laudable and has enabled it to adapt to a very difficult situation, any project needs a step by step process, such as the one shown in Figure 4 on page 9. NGCPP should engage or employ expertise to develop and manage the social mobilization and community organization at the field level through strategic approaches and methods that support an overall process.

Recommendations for its specific activities include:

- Continue support to tole committees and Ward Citizen Forums with greater support to the SM process in each VDC.
- Prepare a detailed plan for each infrastructure project to ensure coordination among all the local actors.
- Continue activities to engage youth but add opportunities for a variety of kinds of employment training (as in project SOW).

Immediate recommendations to build the capacity of its field staff include:

- Training in 'Do No Harm' and 'Safe Effective Development in Conflict'
- Resolve question of volunteers and paid staff in villages
- Conduct coordination meetings for local field staff
- Conduct a training program where SMs work for a week in the field with experienced SMs

## Recommendations for USAID

Given that NGCPP had a slow start for a variety of reasons, the team recommends that USAID allow at least an extra six months or one year in which the project could implement a phasing out strategy that would support the next VDC planning cycle in January-February 2011. This

extension would ensure that all the infrastructure that has been started is properly completed and help to consolidate the work that has been done and has started to show promise.

## Recommendations for Future Projects

The initial SOW for NGCPP from USAID allowed for smaller, easier to implement activities with more coverage. The effectiveness of this approach was being seen in the youth network activities. It is recommended that this approach of smaller, community-implemented activities be a stronger part of a future project or phase.

A **future project** should have a longer time frame of 3-5 years with a step-by-step process and a detailed approach on HOW to involve all partners and implement all interventions – infrastructure, social development, governance - before the start of new phase or project. It would be important to ensure design puts training, social mobilization, and governance activities before small grants for infrastructure or IGAs. Then, the project could phase in larger amounts of funding for infrastructure that benefits a broader coverage of communities.

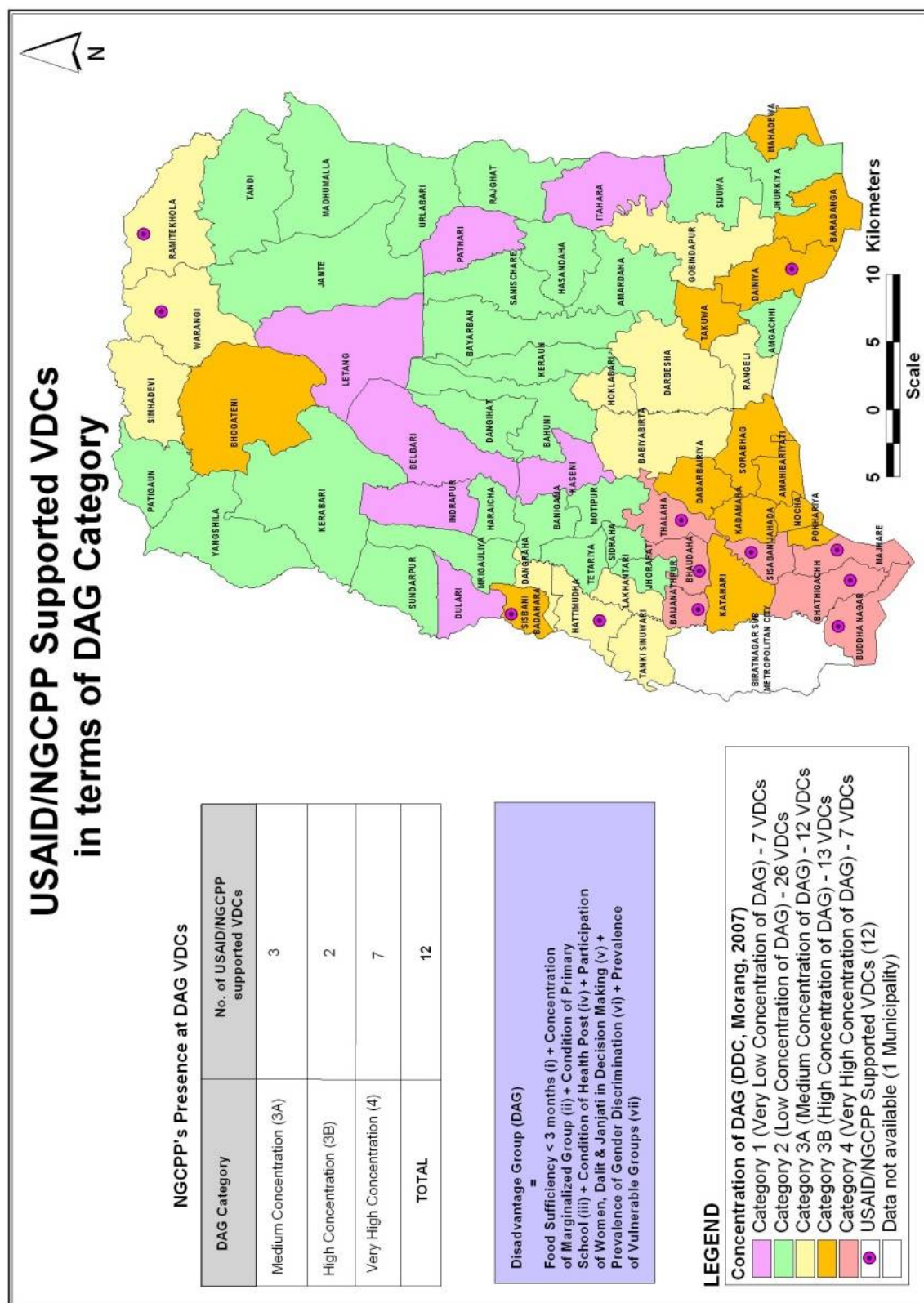
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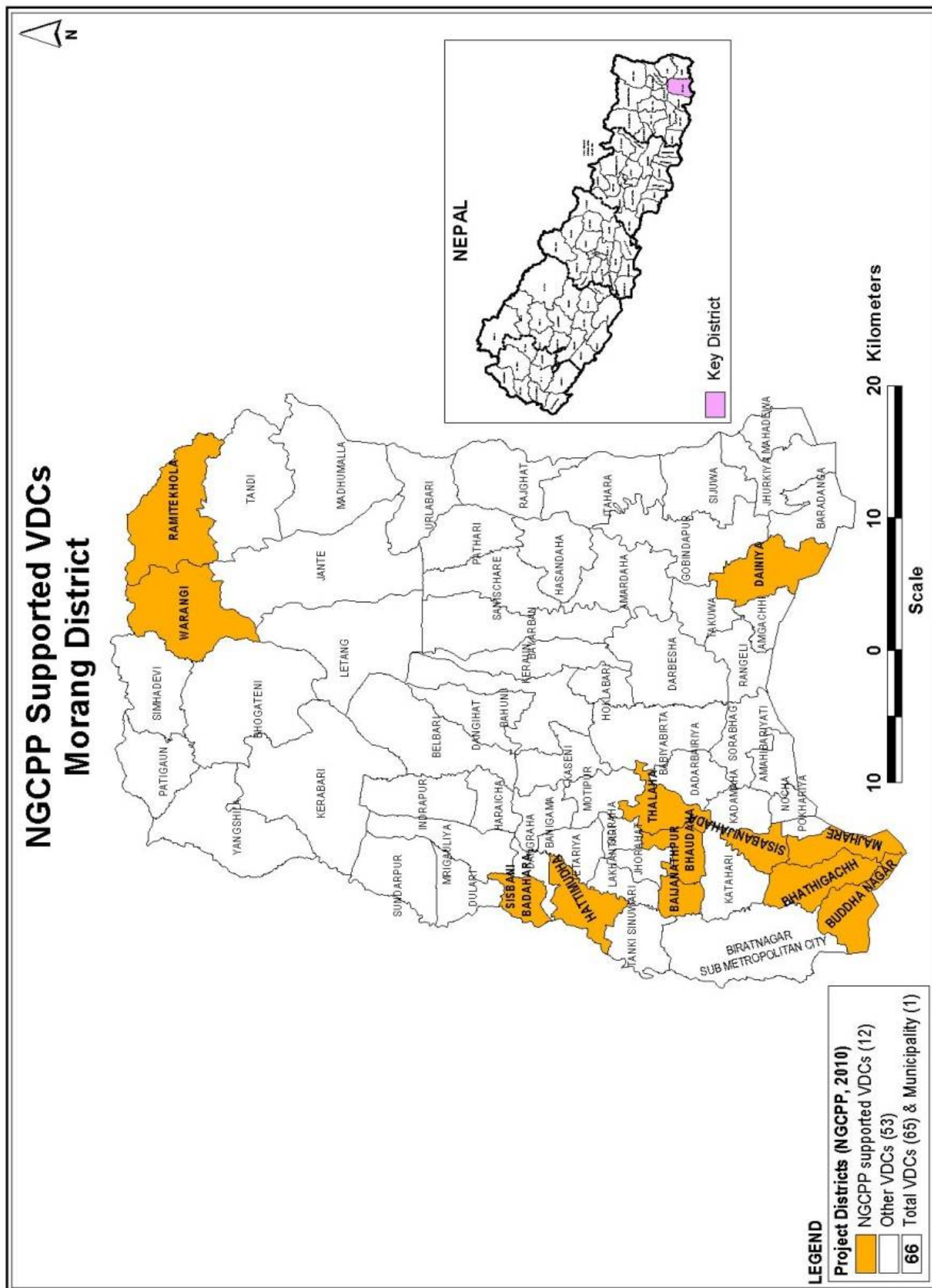
### REFLECTIONS .....

Several questions arose during the course of the evaluation for which the team cannot presume to provide answers within the scope of this report.

- Within the two-year duration of this project are the objectives to address the expectations of the community or to address 'our' expectations as development professionals?
  - The poorest people do not have time to attend meetings that improve governance. How can a project include the poorest people especially when its focus is on governance rather than poverty reduction?
  - Why was the focus of NGCPP on VDC planning as the 'representative' of local governance, when it was a policy framework developed for the pre-conflict situation?
  - What if NGCPP cannot finish the infrastructure it has started by Nov 2010? Can it finish all the projects? What about the governance and peace-building activities?
  - What if NGCPP does not continue after Nov 2010 having raised expectations of communities?
-

## Annex 1: MAPS





## **Annex 2: QUOTES BY COMMUNITY**

Quotes from different members in the community:

### **Baijanathpur VDC:**

APM Member: "Planning process is more participatory and inclusive which has not had any space to create conflict in the community."

APM Member: "Although community mediation has to resolve local disputes it's not effective to enter into the political conflict."

"Now people in the ward understand more about village development"

"Without skills women cannot get employment -- women needed IGAs and skill training"

"The IPC used to have no women and the budget for the women was not transparent. Now it has four women and the budget is transparent."

"Other programs called us to a meeting and it was mostly about money. This program has brought us understanding and knowledge. We are now not afraid to leave our homes."

"Now, there is not a negative perception of women who speak out b/c every one is involved in the WFC. Now women and men must be equal"

"Sometimes, we need more women on committees than men"

Vitendra Kavas youth chairman: "We youth are doing meetings about peace and political party youth do not come. We fixed the road in one ward, where a pond was eroding it. YAN got the funds from NGP. Slowly more youth are coming to our programs because they see the benefits. So the situation is slowly getting better, but sometimes there is not enough money to implement all our plans."

### **Thalada VDC**

Bhatti Devi Sunar –CM "We try to make both sides happy so that there is no discontent. The men are also slowly learning and changing."

Krishna Raj Niroula-CM VDC Coordinator "We are able to help the people in the weakest situation have a voice to come to a win-win solution in village conflicts, we can create peaceful settlements in local disputes. We have managed a successful settlement in 12 of 14 cases so far."

### **Ramite Khola VDC:**

Social Mobilizers: "Even we do not complain to walk two days to share information and ask for their participation (excluded community)."

Tika Rai (WCF) member: "NGCPP has taught us how to create stability in our VDC."

APM member: "Whatever the political agendas are there in national level that doesn't matter, we have mutual understanding among APM for our VDC development."

WCF: "This is the first time we are in the planning process of our VDC since 2 months with local government".



**Siswani Jadaha VDC:**

Women members: "Now no more violence from men - we women are united enough to disarm them."

Ram Hari Gato –“They have given support to help us to help ourselves. They are helping us to do what we needed but could not start ourselves. We hope to get more support.”

“Women were far behind and conflict between the different groups, now there is no discrimination.”

“People have realized that development should be based on their needs and that is their right- not that of political parties.”

WFC members- “Now we take the needs of marginalized people to VDC planning -- this program has been more transparent by including all the people in the project, others work by asking the political parties.”

Yadav woman: "Now we are capable to ask our husband to look after home until we won't back from meeting."

**Warangi VDC:**

Community Member: “This NGCPP project has taught us to dream but it seems they are going to leave us in between.”

**Siswani Badhahara VDC:**

APM Member: “VDC Secretary now can't spent even a single penny by his own individual decision.”

## **Annex 3: Evaluation SOW**

### **STATEMENT OF WORK (SOW)**

#### **Formative Evaluation for Nepal Government Citizen Partnership Project**

##### **1. Introduction**

This statement of work (SOW) is for a formative evaluation for Nepal Government Citizen Partnership Project (NGCPP). NGCPP is a two-year project and the USAID/Nepal portion of a US Government (USG) interagency initiative to support stability. NGCPP is based in Morang District of Nepal and scheduled to close on November 26, 2010.

As a result of both internal and external issues, NGCPP had a slower start than anticipated. Now the contractor is scaling up activities to make up for the delay.

Direct beneficiaries of this project include targeted marginalized communities and local government. Private sector and civil society organizations (CSOs) play a major role in outreach, monitoring and implementation of activities. Major activities include capacity building, technical assistance, small-scale infrastructure and some commodity support.

USAID expects this evaluation to assess and make recommendations on the current implementation with a focus on the intended results. A well-evidenced analysis will inform USAID and the contractor on how to strengthen NGCPP. The evaluation will also inform future USAID programming.

The evaluation should assess current strengths, weaknesses, opportunities and threats for NGCPP. The scope of the evaluation is guided by the evaluation questions in this SOW.

##### **2. Project Background: Development Hypothesis & Implementation**

NGCPP is part of an interagency program, 'Nepal Local Stabilization Initiative,' that is designed as an integrated package of security, governance, and development assistance targeted at the local level. The funding was given to the US Mission in Nepal by the Department of Defense under section 1207 of the National Defense Authorization Act. USAID and the Department of State's Bureau of International Narcotics and Law Enforcement Affairs (INL) are the two agencies in Nepal that program the 1207 funding. NGCPP is managed from USAID/Nepal's Democracy, Governance and Peace Support (DG/PS) team.

NGCPP's overall goal is to help the Government of Nepal (GON) establish legitimate and effective security and good governance that will avert the conflict that threatens to fragment Nepal. Partners and beneficiaries of this project include the Ministry of Local Development (MLD), Ministry of Peace and Reconstruction (MoPR), Village Development Committees (VDC), District Development Committees (DDC), local peace committees, and marginalized groups in targeted VDCs. The approach of this project is consistent to local governance and stability programs in several other countries: in order to build confidence in local government, the project

builds capacity of local government officials and marginalized communities so that they are able to work together in planning and implementing local development projects.

The development hypothesis draws on the premise that democratic participation in local decision-making underpins good governance and that good governance contributes to stability. Characteristics of good governance include participatory community planning; collaboration between local government officials and local communities; and a responsive local government. Finally, it is expected that the process of planning and implementing local projects provides experience to both communities and local government officials and that this experience results in a more transparent, accountable and inclusive local government. The project depends on the assumption that sufficient support in capacity building, facilitation and coordination, and necessary resources will lead to a responsive local government and active participation of marginalized groups.

From the Statement of Work (SOW), NGCPP's three main intended results are:

1. To restore citizens' confidence in public institutions by strengthening governance in Nepal's local institutions
2. To ensure local populations reap peace dividends by spurring quick-impact development activities, encouraging job creation and, when possible, assisting in reintegration of former combatants
3. To ensure marginalized local people have better connections to the national-level peace process and democratic transformation

See Annex 1 for a graphic representation of the Result Framework. The activities are divided into three components that generally correspond to the intended results:

Component 1: Support to local government institutions

Component 2: Small-scale community infrastructure rehabilitation<sup>1</sup>

Component 3: Support for peace initiatives at the local level

USAID initiated NGCPP with the expectation that the project would develop a practical methodology, including lessons learned, that could be quickly replicated in less secure districts. Based on its tested methodology, NGCPP is expected to serve as an experience base for other local governance development activities in Nepal.

Specifically, during the time that this project was being designed and initiated, MLD was also working with the donor community to establish a large multi-donor project that would strengthen local governance throughout the country. This Local Governance Community Development Programme (LGCDP) includes provision of VDC block grants. In addition to promoting stability to prevent a fractured Nepal, NGCPP is expected to strengthen the ability of communities and VDCs to mobilize those funds for local development projects.

### Implementation

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<sup>1</sup> Small scale infrastructure in the context of this activity is defined as investments at the community level which do not exceed \$50,000 in value and are identified by the community as critical needs. Examples may include: footbridges, rehabilitation of foot paths or small feeder roads, rehabilitation of existing buildings (not new construction), wells, improvement in local market spaces, rehabilitation of government buildings such as schools or health posts.

NGCPP experienced a slow start-up and only recently became fully engaged in the full complement of activities needed to achieve the different results. The delay in a two-year project led to considerable concern about the ability of the project to achieve the intended results.

Since September of 2009, there has been an escalation of activities and expenditures. The small-scale infrastructure projects and community activities events will be quite intense throughout the remainder of the project period. The acceleration of activities, combined with the approaching deadline for completion of Nepal's constitution, increase risks to project implementation.

### **3. The Evaluation: Purpose, Audience & Use**

The purpose of the evaluation is two-fold. By assessing the effectiveness and appropriateness of activities, this evaluation is first intended to inform USAID and the contractor on the most appropriate and promising options for project implementation. Second, the evaluation will inform future USAID programming in promoting stability and peace through better local governance.

With both of these purposes in mind, the evaluation team should tailor recommendations so that they inform the contractor and implementing partners (sub-contractors) on how to fine tune, where to increase and when to change implementation during the remainder of the project. The evaluation will provide direction that should improve achievement of results and also reduce the risk of unintended consequences.

The evaluation team will need to establish a working definition for stability based on project documents and the context of Nepal. The evaluation team will also need to consider the external environment, project methodology and the escalation of activities when assessing opportunities and threats.

Focus of the evaluation is defined by the evaluation questions in the next section.

### **4. Evaluation Questions**

The evaluation should be framed in order to answer the key evaluation questions listed below.

1. How are NGCPP's activities with communities reducing local conflict and strengthening community stability in the targeted areas?
2. How has NGCPP's approach to collaboration and coordination with local government affected achieving intended results? Local government includes MLD, DDC, VDC, APM and line agencies.
3. How are the activities in all components contributing to the intended results and what could be done to enhance progress to those results? Specifically:
  - In what way are NGCPP's efforts linking marginalized local people to the peace process and democratic transformation?
  - To what extent is support to local government institutions strengthening local governance in the targeted areas?
  - To what extent is the small-scale infrastructure component affecting local stability?

4. How effective has NGCPP's approach to coordination been with implementing partners (sub-contractors)?
5. What are the best practices that can be replicated in order to increase social inclusion and strengthen local stability?

## **5. Evaluation Method**

This evaluation will be a rapid appraisal and evaluators should employ a participatory approach when possible. The methodology must provide sufficient information to complete a vigorous Strengths-Weaknesses-Opportunities-Threats (SWOT) analysis. Information can be collected through a review and analysis of secondary information paired with collection and analysis of primary information. Triangulation of findings will be required to address inherent bias.

This is a complex project with a wide range of activities and implementing partners. In order to be effectively engaged during the fieldwork, the evaluation team will need to collect and review secondary data early in the process. A desk review must include design and project documents (e.g. planning, baseline and performance reports). The core indicators, targets and achievements identified in the PMP will provide limited information on project outputs and progress. Evaluators should specifically look for additional results-oriented information.

Collection of primary data must emphasize a participatory approach with stakeholders and beneficiaries. Semi-structured interviews with focus groups and key informants can be interspersed for flexibility and efficiency. Round tables and short workshops might also be appropriate for assessment and learning with implementing partners, USAID staff and relevant donors. Evaluators should rely on a number of sources and techniques to answer the evaluation questions. See Annex 2 for additional guidance.

## **6. Performance Information Sources**

Documents for desk review

- Statement of Work, Project PMP and Work plan
- Annual report, quarterly reports, monthly reports, accrual reports
- Village profiles, Baseline Studies
- Success stories
- LGCDP assessment reports of related MLD program

Stakeholders including implementers as well as direct and indirect beneficiaries

- Beneficiaries
- Participants of training activities, specifically community facilitators and community mediators
- Project Management Committee of infrastructure
- APM members (at District Development Council and VDC level)
- VDC Secretaries of selected VDCs
- Local Development Office (LDO), LDO planning officer
- Implementing Sub-contractors
- NGCPP Staff

#### Other Stakeholders

- District Officers of related line agencies (e.g. Health Office, Education Office, Drinking Water Supply Office)
- USAID and State 1207 implementers (i.e. Chemonics and USIP)
- USAID core DG team
- Implementing donors – DFID, GTZ

## 7. Timeline & Deliverables(s)

### Timeline

The timeline for this SOW is April 23, 2010 – May 31, 2010. Given the 20-day period for the consultancy, this timeline includes some flexibility for unexpected interruptions or non-working days if needed.

**Days 1-4:** Documentation review, planning, and initial Kathmandu-based interviews

**Days 5-14:** Field work (including travel to and from Morang District)

**Days 15-17:** Internal team review of findings and debriefing; prepare and deliver a separate presentation, as scheduled by USAID, to outline major findings / recommendations

**Days 18-20:** Finalization of draft report

The evaluation timeline provided above is a guide that will need to be refined. Submission of the final draft report will be made no later than 20 days after field work is completed. USAID/Nepal will provide comments within 7 working days of the submission of the draft report. A revised final draft will be submitted within 7 working days after receipt of comments from USAID/Nepal.

### Deliverables

To make the field time as efficient as possible, preparation must include completing a majority of the documentation review, establishing interview guides, developing team protocol and responsibilities, and establishing the evaluation schedule.

Deliverables include a presentation and a final evaluation report with recommendations.

1. Power Point Presentation on important findings & recommendations.
2. Evaluation report (15-20 pages, including graphs, diagrams and tables but not including annexes, cover pages, and table of contents).

The evaluation report should demonstrate a clear line of analysis between findings, conclusions and recommendations. The report must be in concise and clear English with visual summaries such as graphics, charts and summary data tables.

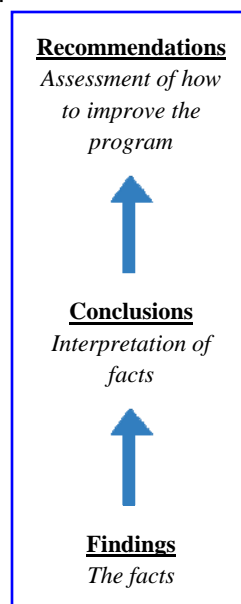


Figure 3: The foundation of the evaluation report

The Team Leader has the final responsibility for prioritizing which conclusions and recommendations are highlighted in the report. If there are additional recommendations or alternatives in addition to those highlighted, they can be included in an annex.

Different perspectives or subject matter expertise within an evaluation team will sometimes lead to a different interpretation of facts. Footnotes may be used to draw attention to different interpretations of findings.

The evaluation team must refer to Richard Blue's "A general guide to the construction of an evaluation report," for organizations of this evaluation report.<sup>2</sup> A draft outline must be submitted to USAID/Nepal at the end of Week 1. Figure 1 demonstrates the links that USAID/Nepal expects to see between findings, conclusions and recommendations.

## **8. Terms and Conditions of the Consultancy:**

The firm or local consultants will be required to sign a non-disclosure agreement (Annex 3).

## **9. Composition of the Evaluation Team**

The evaluation team must be made up of 3 non-USAID development professionals with expertise in conflict mitigation and local governance and/or community development. An evaluator with civil or structural engineering knowledge would be an asset to the team, but is not mandatory. In addition to subject matter expertise, at least one member of the team must have expertise in project evaluation.

The team should be familiar with the Nepal context since 1997. At least two members of the team should have spoken Nepali skills with one member of the team functionally fluent in spoken Hindi or Maithali. There should be both male and female members in the evaluation team.

The evaluation team members should not be employees of any of the organizations that are receiving funds from NGCPP (Annex 2).

### Logistics

The evaluation team is responsible for managing all logistics required for completing the evaluation. This includes but is not limited to arranging for transportation, meeting venues and appointments for meetings.

USAID will provide at least one copy of NGCPP planning and reporting documents and may provide other reference material as well.

### USAID participation

A member of the USAID/Nepal Democracy and Governance/Peace Support Team may participate as a fourth member of the team during primary data collection, specifically during SSI

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<sup>2</sup> Available from: [http://pdf.usaid.gov/pdf\\_docs/PNADC116.pdf](http://pdf.usaid.gov/pdf_docs/PNADC116.pdf)

with focus groups, key informants, implementing partners. The USAID team participant will manage his/her own logistics through close coordination with the Team Leader. To ensure against bias or conflict of interest, the USAID team member's role will be limited to participating in the fact-finding phase, and contributing to the analysis. The final responsibility for analysis, conclusions and recommendations will rest with the independent members and Team Leader.

## **10. Reporting & Dissemination**

The evaluation team must provide USAID/Nepal with at least two hard copies and one electronic copy of the presentation and the final report. The electronic copy of the final report should be provided in MS Word. The final report may also be provided in PDF.

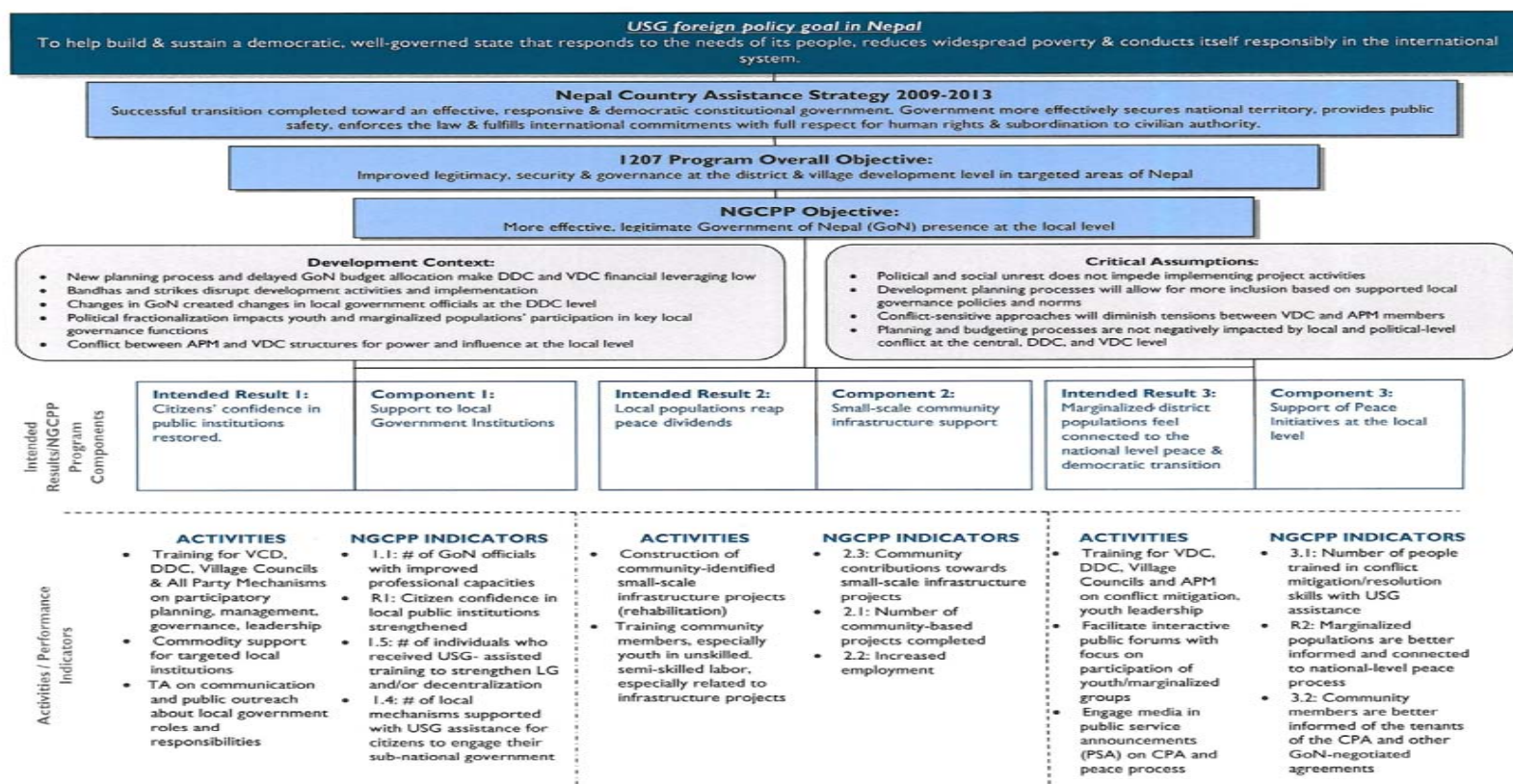
The final, approved report must be entered in the Development Experience Clearinghouse database (DEC). The evaluation team leader is responsible for submitting the final, branded and approved report into the DEC. See <<http://dec.usaid.gov/>> for instructions on how to submit reports into the DEC database.

## **11. Budget**

The Team Leader is expected to submit a proposed budget along with proposed team members. The items in the proposed budget should include consultancy fees, per diem, in-country airfare, vehicle rental, group accident insurance and other direct cost such as stationary, photocopy, utilities/venue rental.



## SOW Annex 1: Results Framework and Core indicators



## **SOW Annex 2: Resources and approaches for data collection**

### **Implementing organizations:**

ARD, Inc is the prime implementing organization for NGCPP. ARD's core partners are CARE, Search for Common Ground, CEDPA.

NGCPP's affiliated implementing organizations also include subcontracts with HURDEC, Pro Public, Youth Action Nepal, and New World. Affiliated implementing organizations are building local capacity through additional subcontracts to several local NGOs for implementation and monitoring.

Implementing Organizations: Meetings will be held with implementing partners and sub-contractors who are engaged in implementing and/or monitoring activities. If possible, some work should be observed in action. Any training, community meetings or ongoing construction will provide an opportunity to compare perception of informants with reality of implementation.

Beneficiaries and Affiliated Implementing Partners: Meetings in the field will be held with local government officials, local leaders, citizens, and local civil society activists are direct beneficiaries or who have been affiliated with the implementation process. Of special interest are citizens who participated in community facilitator ("mobilizers") or community mediator training. Meetings can be a combination of individual and focus group interviews, group discussions, and where possible, observation of meetings or other community governance activities.

Interviews with the other USG Terai contractors: To gain a different perspective of implementation approaches and issues, the evaluation team will need to meet with other USAID contractors who are using small-scale infrastructure in the local governance and civil society strengthening areas. Specifically, the evaluation team should meet with available senior staff for the Flood Recovery Program (implemented by FINTRAC) and the Nepal Transition Initiative (implemented by Chemonics).

## Annex 4: DETAILED STUDY METHODOLOGY

### DRAFT ACTION PLAN -- NGCPP EVALUATION FOR USAID

Tasks	Location	Time Frame	Output
Orientation with USAID staff	US embassy	April 26	
Team review of documents and contact with stakeholders	FK office	April 27	Schedule
Read documents and meet CEDPA, SFCG, ProPublic, HURDEC, USAID, YAN	Kathmandu	April 28-30	Background info on project and perceptions of partners
Field trip # 1	Biratnagar	May 3 – May 7 (pending bandhs, etc)	Meet project team, focus group discussions, interviews and findings for report
Meet with stakeholders and national partners: <ul style="list-style-type: none"> <li>• CARE,</li> <li>• Chemonics, FINTRAC,</li> <li>• LGCDP stakeholders (CCO, Danida, etc)</li> </ul> Review findings and start analysis	Kathmandu	May 8 – 11	Info and perceptions of stakeholders  Start preparation of report
Field trip #2	Biratnagar, Morang	May 12 – 16 (pending bandhs, etc)	Focus group discussions, interviews and findings for report and case studies
Preparation of draft report and power point presentation	Kathmandu	On-going and May 17-21	Report and Powerpoint presentation
Presentation of findings, recommendations, and discussion of draft	Kathmandu	May 26 (depends on USAID schedule)	Comments from USAID
Preparation of final report	Kathmandu	May 24 -31	Draft final report

## **NGCPP EVALUATION -- SEMI-STRUCTURED INTERVIEW GUIDES**

### **Questions for community members:**

#### **Context of NGCPP support:**

What was your situation before NGCPP supported the community?

What activities have you participated in? What changed as a result?

#### **NGCPP implementation:**

When did NGCPP start working in this district or community?

What was the process of starting NGCPP in your community/ organisation?

How did NGCPP engage the community, especially women and disadvantaged groups?

What support was given by the social mobilisers?

Did the group, and if so how, get outside support from line agencies or other service providers?

How is training used by participants?

#### **Results and Impact:**

What direct changes (benefits) have happened through NGCPP? – awareness, group formation, obtaining loans, infrastructure, information and media.

What are the roles of women and men? Of disadvantaged groups?

What indirect changes have happened? – examples – Do girls now attend school? Do women take vegetables to market?

#### **Challenges and problems:**

What disadvantages or problems have been encountered in NGCPP?

#### **Lessons learnt and Reflections:**

What else (especially other training) is needed by or community members to improve the outcomes of NGCPP?

What have you learned from your involvement in NGCPP?

How can the changes and benefits brought about through NGCPP be sustained after the end of the program? Future directions – what methods would be helpful if there was a future program?

### **General questions for stakeholder and partner staff members:**

#### **Context of NGCPP support:**

What is the social and economic situation in NGCPP working areas? What is the gender situation?

What are the challenges and barriers to livelihood improvement and social inclusion through NGCPP?

#### **NGCPP implementation:**

What is your involvement in the work and outcomes of NGCPP?

What are your working relationships with other stakeholders? How is your work dependent on the work of other stakeholders? How is coordination done? How does it work?

How has NGCPP promoted the participation of women and disadvantaged groups? What is the participation by women and poor in decision-making of UGs and communities?

How effective was NGCPP while working in the conflict? What characteristics of NGCPP enabled it to continue working?

**Results and Impact:**

What are the benefits and advantages of NGCPP to poor communities?

What is the difference between areas with and without NGCPP?

**Problems and challenges:**

What situations, problems, and challenges hindered your work in NGCPP?

**Lessons learnt and future directions:**

How can the changes and benefits brought about through NGCPP be sustained after the end of the program?

Future directions – what methods and project design would be helpful if there was a future program?

**Specific questions for social mobilisation and NGO staff:**

**Characteristics of NGO partners and staff and relevance in situation:**

What is your previous experience as a social mobiliser? What training have you had?

What are the characteristics of your NGO? Is it local or national? How are staff hired? What language and cultural skills are expected of staff?

What are the advantages and disadvantages of local social mobilisers (local confidence, conflict)?

What are the advantages and disadvantages of women social mobilisers, even if they are from outside the community?

What are the social situations, barriers, gender approaches?

**NGCPP implementation:**

How do you start working with a community?

How does NGCPP develop local capacity?

What tools do you use to work with communities? (Well-being ranking, awareness raising)

How does NGCPP empower local people to voice their needs and make their own decisions?

**Challenges and problems:**

What specific challenges do you encounter in the Terai? Is language a challenge?

What are the problems and challenges of the UGs and communities?

**Lessons learnt and Reflections:**

How to promote sharing of experiences? Among disadvantaged people, farmers, social mobilisers, and stakeholders.

How effective is social mobilization in preparing the communities for NGCPP's 'hardware' activities of STWs and roads?

How can you or your organization continue the services after the completion of NGCPP?

How can the changes and benefits brought about through NGCPP be sustained after the end of the program? Future directions – what methods would be helpful if there was a future program?

What have you learned and realized through your involvement with NGCPP?

## **Annex 5: INDIVIDUALS INTERVIEWED**

### **USAID:**

1. Darlene Foote
2. Sara Oppenheim
3. Shanker Khagi
4. Sumitra Maharjan
5. Theodore Glenn

### **NGCPP Biratnagar:**

1. John Davenport, Chief of Party
2. Sarah Cohen Wood, Deputy Chief of Party
3. Dr. Saket Thakur, Senior Local Governance Advisor
4. Pankaj Kumar Karn, Local Governance Advisor
5. Uma Thapa, Social & Gender Specialist
6. Bharat Karki, Monitoring & Outreach Specialist
7. Jas K Rai, Associate Media Coordinator
8. Bramha Deo, Media & Peace Building Coordinator
9. Dinesh Mandal, Engineering/Infrastructure Specialist
10. CP Gupta, Project Engineer

### **INGO Partners:**

1. Serena Tripathy, Search for Common Ground
2. Sujata Thapa, Search for Common Ground
3. Dale Davis, CEDPA
4. Sandesh Hamal, CARE

### **District & VDC Level Staff:**

1. Pashupati Pokharel, Local Development Officer, Morang
2. Ganesh Timilsina, Planning Officer, Morang
3. Chudamani Apagain, LPC Secretary Morang
4. Bhola Rajbansi, Secretary Buddhanagar VDC
5. Daya Nath Nepal, Secretary Hattimudha VDC
6. Bhoj Raj Bhujel, Secretary Bhaudaha VDC
7. Hari Pd Uprety, Secretary Ramitekhola VDC
8. Shiva k Khatri, Secretary Thalaha VDC
9. Hari Narayan Chaudhary, Secretary Siswani Badahara VDC
10. Ambika Prasad Nepal, Secretary Bhatigachh VDC
11. Nandi Kishor Kafle, Secretary Warangi VDC

12. Mala Sapkota, Secretary Baijanathpur VDC
13. Thir Prasad Paudel, Secretary Siswani Jahada VDC
14. Basudev Dhakal, Secretary Govindapur VDC

### **Local Partners Organizations:**

1. Sarita Khanal, Nari Bikash Sangh
2. Kamleshwor Mandal, Sahyog Nepal
3. Mohan Gautam, Youth Action Nepal
4. Pawan Roy, Youth Action Nepal
5. Bishnu Chhetri, Youth Action Nepal
6. Prakash Mani Sharma, Pro Public
7. Shobha Regmi, Pro Public
8. Birendra Shah, WEL Nepal
9. Nar Bahadur Limbu, CDF
10. Arjun Upreti, New World
11. Prem Bastola, New World
12. Ram Pokharel, New World
13. Sitaram Prasain, HURDEC
14. Subodh KC, HURDEC

### **Participation in the Community**

VDCs	APM	WCF	PMC	CM	SM	YN	WN	Total
Warangi & Ramite	5:0	3:1	2:1	2:0	2:2			14:04
Baijanathpur	6:0	7:9	6:3	3:3			0:3	22:18
Buddhanagar	6:2	8:3	9:6	4:2	6:2	4:0		36:15
Majhare	5:0	1:5	3:5	1:1			0:6	10:17
Bhattigach	1:0	7:0	8:5	2:0		3:2		21:7
Siswane Badahara	2:0		7:5					9:5
Thalaha	WCF, PMC , APM & Community Mediator							25:40
Siswane Jahada	WCF, PMC & Community Mediator							15:45
Diaynia	WCF, PMC , APM & Community Mediator (appx.)							70:80

Figures in the table show male:female participants

## **Annex 6: DOCUMENTS REVIEWED BY EVALUATION TEAM**

- NGCPP: Statement of Work – Section C
- NGCPP: Baseline Survey Report, Nov 2009
- NGCPP Report: Results Achieved during Year 1
- USG 1207 Program in Nepal (Nepal Local Stability Initiative Results Framework)
- Project Selection Criteria Document
- NGCPP: YEAR 1 ANNUAL IMPLEMENTATION REPORT NOVEMBER 2008-SEPTEMBER 2009
- NGCPP: YEAR 2 QUARTER ONE REPORT, OCT 2009-Dec 2009
- NGCPP: YEAR 2 QUARTER TWO REPORT, JANUARY-MARCH 2010
- NGCPP YEAR 2 QUARTER ONE REPORT OCTOBER 2009 – DECEMBER 2009
- NGCPP Community Driven Reconstruction and Social Inclusion Model
- NGCPP, 1207 and a Terai based Model 4-10, PowerPoint Presentation
- Monthly Status Report Sept 2009
- Monthly Status Report Dec 2009
- Monthly Status Report May 2010
- NGCPP: Project Selection Criteria for Support to Small Scale Infrastructure
- HURDEC: Completion Report, February 2010
- Local Governance Community Development Programme (LGCDP): Programme Document



## **Annex 7: SWOT ANALYSIS - COMPILATION**

Note: The SWOT exercise using metacards was followed by a detailed discussion of the points raised in the exercise.

### **STRENGTHS:**

#### **General:**

- Nepali NGOs with strong technical skills and networks
- Implementing partners have /bring expertise/experiences on different components
- Engagement of marginalized communities
- Good coordination with GoN
- Outstanding partners and well established project set up
- Supporting for local development and poor people;
- Focus on direct beneficiaries and massive information provided to civil society;
- Baseline data collection and carry out disability program design;
- Creating environment to ensure rights of People with Disabilities (PWDs);
- Create opportunity for locals;
- Integrated development model;
- Baseline and socio economic data collection help for relevant program development;
- NGCPP technical staff with strong expertise in GESI, Peace Building, media expertise, local governance, ICT & GIS specialist.
- Multilevel ownership of the program;
- Harmonization: technical expertise NGCPP;
- Planned Tele Centre in all 12 VDCs: Innovative ideas and technology transfer
- NGCPP: multi-level (vertical and horizontal) partnership;
- Staff from mixed culture, age, caste, religion, gender and expertise

#### **Component One:**

- Many individuals in communities involved in different ways; i.e. training, organizing
- Coordinate and support to local government and community;
- Project raised awareness on Citizen for their rights;
- Increased participation in planning and implementation process that generated we feeling;
- More than 70% beneficiaries are marginalized people;
- Effective Ward Citizen Forum;
- Inclusive participation of community with more than 60% women;
- Direct relationship & coordination with LPC, DDC, VDC & APM
- NGCPP support to the different program + Community (caste, ethnicity, gender etc);
- Positive perception of the community and their massive participation;
- VDC profile: for planning, decision making and policy making;
- Community people direct involvement in selection planning and implementation of VDC level projects;

#### **Component Two:**

- Help to solve unemployment problem and use local man power (including women);
- Works supervision by local people (PMC);
- Community driven Project Management Committees in Peace dividend infra projects;
- Infrastructure and Non infrastructure development of this project, T Approach;

### **Component Three:**

- Media, especially FM Stations, doing different radio programs with/about stakeholders
- Unique program to address stability;
- Media mobilization for raising issues of excluded community;
- Promote transparency, inclusion, peace building;
- Brought marginalized and disadvantaged groups in the democratic mainstream and help them getting justice;
- Working together for infrastructure helped for peace and stability;
- Develop community dispute settlement culture;

## **WEAKNESSES:**

### **General:**

- Planning, management did not seem to go well and not able to use partners expertise;
- Change in personnel frequently
- Still need to achieve target as per budget plan
- Team coordination should be strengthened
- Slow delivery of visible results in communities
- Lacking coordination: different NGOs work in different sectors like separate projects;
- Fielding of CoP took long time, previous CoP had little experience working with USAID;
- Team coordination is little low
- Check and follow USAID rules/regulations
- Communication of what activities lead to what is it for?
- “Ad hocism” in the decision making
- Initially quality of work maintenance & work progress slow;
- Small program area;
- Structure and functional relationship - too complex;
- More advocacy required for development works;
- Coverage inadequate to create required critical mass;
- Ambitious project in short period;
- Inadequate attention for Madhes issues;
- Lacking inter USAID projects learning and sharing;
- Resource constraints for socio-economic dev projects;
- Not yet able to reach to the root causes of the conflict;

### **Component One:**

- Top-Down: Too aligned with LDO from the beginning;
- Not clear if community or local government leading the process
- Political leaders (APM) could dominate, hampering community inclusion
- VDC selection took long time and no civil society involvement in the mapping exercise. Relying on DDC mapping
- Need to increase APM participation;
- Need more interaction program of NGCPP with VDC Secretaries;
- Lacks focused projects to women empowerment (livelihood and economic);
- Motivation for women for their active role is not sufficient;
- VDC Profile: using teens might cause error and less involvement of DDC official;

### **Component Two:**

- High visibility projects (infrastructure) create unfounded support/interest in NGCPP
- Inconsistency in the rate estimation;

- Relying on local skill, labors and materials may not generate desired quality of infrastructure;
- Working through PMC may delay the work;

**Component Three:**

- Time frame is very short – not sufficient for peace building;
- Community mediation: Lack of laws making difficult to give legal value to the mediators;
- Community mediation program is not able to bring elite group to seek the service;

**OPPORTUNITIES:**

- Lots of donor interest and GoN funds committed for local development;
- Good opportunity to have integrated community development as they did not have such other projects;
- Responding to VDCs and APM for stability and the peace process.
- Non targeted VDC/Districts expressed interest in NGCPP

**THREATS:**

- Instability obstructed operational space and increased extortion in general
- Failed to start quarterly meeting system from the beginning.
- International border and poor socio economic situation;

“Now we take the needs of marginalized people to VDC planning -  
- this program has been more transparent by including all the  
people in the project, others work by asking the political parties.”

WFC members, Siswani Jadaha VDC

**U.S. Agency for International Development**

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